

# City of Greenwood Comprehensive Plan

## Summary

Prepared for:  
Greenwood Plan Commission

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## Population & Economic Trends and Forecasts

The following paragraphs summarize population and economic studies which were prepared as a part of the comprehensive planning process and which are separately published.

### **Brief History**

The City of Greenwood Municipal Building is about eleven miles south of Monument Circle in Indianapolis. Greenwood was once a rural community connected to Indianapolis by U.S. 31, which was then routed along Madison Avenue. The population of the entire Johnson County was fairly stable between 1900 and 1940, growing by only 10% from 20,223 to 22,493.

Following World War II, the residential growth rate accelerated, has continued, and will continue. By 1950, the population of the County grew to 26,183. During the next decade suburbanization continued and the population of the County grew to 43,704 by 1960.

Meanwhile, a four-lane divided highway was constructed to serve U.S. 31 and the growing number of inter-city trips. The highway improved the accessibility to Indianapolis, further enhancing the desirability of Greenwood as a suburban residential community.

Between 1960 and 1970, Johnson county grew by 40% to 61,128 persons. Meanwhile I-65 was being constructed and commercial establishments began to multiply to serve the growing number of residents.

The completion of I-65 along the east edge of Greenwood and parallel to U.S. 31 further improved the accessibility and of Greenwood and diverted essentially all of the long distance inter-city trips from U.S. 31. Between 1970 and 1980, Johnson County increased another 26% to 77,290 persons.

Greenwood, meanwhile, has grown from 7,169 persons in 1960 to 19,327 persons in 1980; and according to a special census, 22,111 in 1984.

The past and expected population growth has created demands for all types of retail and service establishments, many of which may be found along U.S. 31.

Also, because of a growing reservoir of workers and excellent accessibility, Greenwood is beginning

to emerge as a desirable location for light industry, warehousing, and distribution.

Thus, Greenwood has evolved since World War II from a rural community to a commuter community reliant upon Indianapolis for jobs and commercial services, to a suburb and community where employment opportunities are growing in response to the availability of workers and transportation.

### **Population Trends and Forecasts**

#### **City of Greenwood and the Greenwood Planning Area**

The population of the City of Greenwood tripled during the 25 years ending in 1985. This growth has occurred both through real increases and through annexation. In 1980, and in 1985, the city of Greenwood represented about 72% of the population contained within the currently defined limits of the Planning Area. Future expansion of the City through annexation may occur within the Planning Area. Therefore, independent projections of population growth for both the City and Planning Area are impractical since the future geographic extent of the City cannot be precisely defined.

The Planning Area of Greenwood encompasses the northern half of Pleasant Township and extends westward into the rapidly developing portion of White River Township. IN 1980 approximately 71% of the population of Pleasant Township and 40% of White River Township were contained within the presently defined limits of the planning area. The estimated 26,849 population of the planning area in 1980 represented about 35% of the total population of Johnson County.

By 2010, the population of the Greenwood planning area is expected to be about 43,000. The percentage of this figure, which will be contained within the corporate limits of the City of Greenwood, will be dependent upon annexation policies. Both the City of Greenwood and the Planning Area, however, will continue to represent increasing shares

of the combined township area and of Johnson County.

#### **MSA and Greenwood Forecasts of Households**

The number of households in the MSA or in Greenwood is a function of a variety of factors, including:

- The number of persons older than age 20 who form households;
- The housing supply and economic conditions;
- Individual decisions regarding marriage and divorce, childbearing.

The U.S. Bureau of Census reports that “there have been considerable shifts in the choices American Adults have made concerning family formation and dissolution, and these choices are clearly reflected in the changing composition of households and families”.<sup>T</sup>

Households in the Greenwood Planning Area, which contains the more rapidly developing portions of Pleasant and White River townships, can be expected to increase by about 78%, from 9,810 in 1980, to 17,488 in 2010. As discussed in previous paragraphs, the increases within the Planning Area are expected real growth, and were projected without attempted assignment relative to present or potential corporate limits of the City of Greenwood. The 17,488 households projected for the Planning Area in 2010 represent 64% of the 27,487 households in the combined township area.

#### **Summary**

Regional MSA population growth is expected to be moderate during the next 20 years in reflection of changing social/economic patterns and the age distribution population.

Household size (persons per household) is expected to continue to decline and will continue to fuel a demand for housing units.

#### **Relationship Between Population and**

Employment

The higher expected rate of employment participation is attributable in part to a higher rate of female participants and a greater number of part-time employment opportunities.

Development Trends

Astute developers are becoming increasingly aware of the value created by quality design and construction of business and industrial parks. Alert decision-makers are increasingly aware that thoughtful creative design increases project marketability, enhances image, and builds economic value over the long term. Public and private values are inherent in good design. Good design includes site planning, architecture, landscape architecture, signage, lighting, and traffic operations.

As a result, developers nationwide and in the Indianapolis region, are responding to performance standards and participating in off-site improvements which enhance the amenities of their sites and make them more competitive in securing tenants.

Implications and Opportunities

The preceding paragraphs cited economic statistics and identified some national and regional development trends. Together, the statistics and trends suggest some implications and opportunities for Greenwood.

I-65 Corridor

The I-65 interchange with Main Street marks the gateway to Greenwood and the entire Indianapolis Region. Large tracts of undeveloped land near this interchange are highly visible and very accessible. The area represents a significant economic resource for the local community, the region, and the State.

U.S. 31 Corridor

A second area having economic development potential is east of U.S. 31 between County Roads 700 N and 800 N. This area is accessible both by U.S. 31 and by CONRAIL.

Within this area are existing industries and undeveloped tracts of various sizes. This area is ideal for businesses which do not require direct Interstate Highway visibility or accessibility but which may require rail service.

Civic Business District

The Civic Business District of Greenwood provides a focal point for governmental, recreational, institutional, financial, and civic activities. Retailing establishments in this area serve particular clientele and special customer markets and cannot be expected to compete with regional or neighborhood shopping centers.

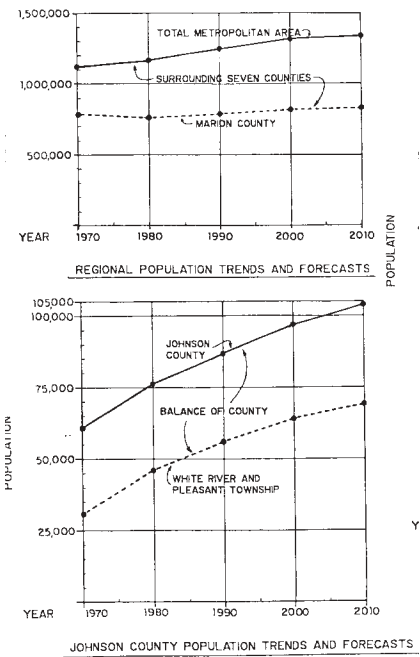
The strength of this area is in the schools, churches, library, parks, bank, and governmental offices (excluding governmental support facilities). When combined, these institutions create the “critical mass” of civic attributes, which provide identity to Greenwood. They provide stability to the businesses that exist nearby.

As such, public policy must be clear and strong in support of the retention and expansion of these institutions in the Civic Business District whenever possible.

Conclusions

Because of a growing reservoir of workers and excellent accessibility, Greenwood has emerged as a desirable suburban community in which to locate new light industrial plants, warehouse and distribution facilities, and offices.

The challenges are: to manage these new demands so that high standards of development are achieved; and to maintain civic focal point with which the community can identify.



Goals and Objectives

The Comprehensive Land Use and Transportation Plan is articulated by a set of goals, objectives and policy statements which in turn are illustrated by the Official Map. The goals, objectives, and policy statements were prepared in consideration of: community research, community attitude survey, planning workshops, discussions with Planning Commission, reconnaissance of the area, and professional experience. The goals and objectives are structured by topic and by geographic area as shown by Table 1.

Topical Goals and Objectives

The topical goals on Table 1 include those for economic base, land use, housing transportation, open space and recreation, and community facilities. These goals are broad statements that recognize Greenwood as a quasi-independent growth center within the multi-county urban area. Topical objectives are arranged in support of these goals and in consideration of the various district subareas which together comprise the Greenwood community.

Geographical Goals and Objectives

The Greenwood area has several distinct subareas each with its own characteristics and dynamics to which public planning policy must be sensitive. Together these subareas represent a quasi-independent growth center within the multi-county urban area. Goals for each of these subareas are stated on Table 1 together with supporting objectives arranged by topic.

Civic Business District Goals and Objectives

The goal for the “central civic business district” is to preserve it as the focal point of the community. Within this area are government offices (excluding governmental support facilities), park and recreational facilities, schools and churches, library and bank, businesses and residences. The topical objectives all focus on the preservation and stabilization of this important part of the community.

Established City Goals and Objectives

The “established city” is the portion of Greenwood, which comprised the original town and predates the post

World War II suburbanization. These older neighborhoods are fragile and are easily influenced by factors that can either encourage improvement or accelerate decline. The goal for the “established city” is the maintenance and encouragement of long term neighborhood stability. The topical objectives for community facilities, open space and recreation, transportation, housing, land use, and economic base, are all supportive of the stabilization objective.

Developing City Goals and Objectives

The land use inventory revealed that more than 60% of the community is undeveloped. The “developing city” encompasses much of this undeveloped area as well as areas recently developed. The goal for the “developing city” is to coordinate new development with the ability to extend public services. The topical objectives stress the discouragement of “spot” and “leapfrog” development, and the encouragement of large scale developments which because of their scale, can be well planned with on-site amenities that can be coordinated with utility, transportation, park, and other public infrastructure improvements.

Interstate Corridor Goals and Objectives

The I-65 interchange with Main Street marks the gateway to Greenwood and the entire Indianapolis region. The large tracts of undeveloped land on either side of I-65 near this interchange are highly visible and very accessible. As such, the I-65 corridor area represents a significant economic resource for the local community, the metropolitan area, and the State. It provides a gateway location for quality development of considerable magnitude. The goal for the “interstate corridor” is to therefore encourage high quality mixed use development. The topical objectives are to achieve the highest standards of architecture, landscaping, lighting, signage, internal circulation, and infrastructure.

Areawide Goals and Objectives

The areawide goal is for the Greenwood area to be a quasi-independent growth center within the multi-county region. Topical objectives in support of this goal focus on intergovernmental cooperation, and strengthening the attributes, which make the Greenwood area a desirable suburban community in which to live and work.

Table 1 - Goals & Objectives

| GOALS  | OBJECTIVES  |   |  |  |  |  |
|--|---|---|--|--|--|--|
|  | CIVIC BUSINESS DISTRICT   | ESTABLISHED CITY  | DEVELOPING CITY  | INTERSTATE CORRIDOR  | AREA WIDE  |  |
|  | Preservation and Enhancement as civil focal point   | Maintenance and encouragement of long term neighborhood stability   | Encouragement of new development in coordination with public services  | Encouragement of high quality major mixed-use developments   | Quasi-independent growth center within the multi county region   |  |
|  | ECONOMIC BASE   |   |  |  |  |  |
|  | Balanced, diversified and sufficient economic base  | <ul style="list-style-type: none"><li>• Feature retail specialty stores with quality goods and services</li><li>• Promote as center for financial, real estate insurance and professional services</li><li>• Strengthen as center for city government, civic affairs, civic organizations</li></ul> | <ul style="list-style-type: none"><li>• Create reinvestment opportunities in existing neighborhoods and commercial areas</li><li>• Reinforce existing investments in existing neighborhoods and commercial areas</li></ul>   | <ul style="list-style-type: none"><li>• Concentrate commercial service and office activities in planned rather than “spot” developments</li><li>• Encourage assembly, warehouse, distribution, clean industrial developments in clustered areas having appropriate services</li></ul>  | <ul style="list-style-type: none"><li>• Encourage development which takes advantage of the locational and accessibility attributes of the corridor</li><li>• Encourage major mixed use developments which provide employment</li></ul>                                   | <ul style="list-style-type: none"><li>• Retain existing businesses and industries</li><li>• Encourage formation and growth of new enterprises</li><li>• Attract businesses seeking new locations: (assembly, warehouse, distribution, service, office, “clean” industrial)</li></ul>   |
|  | LAND USE  |   |  |  |  |  |
|  | Orderly Growth  | <ul style="list-style-type: none"><li>• Encourage mixture of land uses attractive to Greenwood residents</li><li>• Encourage adaptive reuses of existing buildings</li></ul>  | <ul style="list-style-type: none"><li>• Protect existing areas from intrusion by incompatible uses</li><li>• Phase out existing incompatible uses</li><li>• Reinforce and accommodate compatible uses</li></ul>  | <ul style="list-style-type: none"><li>• Coordinate new development with public service extensions</li><li>• Discourage all types of strip and “leap frog” development</li><li>• Provide for alternative development approaches and types</li></ul>   | <ul style="list-style-type: none"><li>• Encourage well planned large scall mixed use projects with the highest standards of architecture, landscaping, lighting, signage, internal circulation and infrastructure</li></ul>  | <ul style="list-style-type: none"><li>• Enforce planning, zoning, building regulations</li><li>• Encourage new developments which are sensitive to environmental concerns</li><li>• Preserve and stabilize existing developments</li><li>• Provide transitional uses between established residential areas and the airport</li></ul> |
|  | HOUSING   |   |  |  |  |  |
| Affordable and safe housing for all individuals and families                           | <ul style="list-style-type: none"><li>• Encourage replacement of incompatible housing development with that which is appropriate</li><li>• Encourage preservation and rehabilitation of housing stock where compatible with other development</li></ul> | <ul style="list-style-type: none"><li>• Preserve existing stock by code enforcement, zoning regulations, and preservation activities</li><li>• Encourage rehabilitation of existing structures</li><li>• Enhance neighborhood amenities</li></ul>   | <ul style="list-style-type: none"><li>• Encourage a variety of housing types and alternatives</li><li>• Require full utility service as a pre-requisite for development</li><li>• Encourage large scale, well planned, developments with amenities</li></ul>   | <ul style="list-style-type: none"><li>• Encourage only large scale high density housing which is a part of a well planned mixed use development</li></ul>  | <ul style="list-style-type: none"><li>• Enforce planning, zoning and building regulations</li><li>• Preserve existing housing and encourage a variety of new housing types and alternatives</li></ul>  |  |
| TRANSPORTATION   |   |   |  |  |  |  |
| Safe and efficient movement of people and goods  | <ul style="list-style-type: none"><li>• Improve traffic flow and capacity</li><li>• Develop adequate parking</li></ul>  | <ul style="list-style-type: none"><li>• Eliminate non-local traffic from neighborhoods</li><li>• Improve critical sections of system on priority basis</li><li>• Improve overall system operation and safety</li></ul>  | <ul style="list-style-type: none"><li>• Establish thoroughfare plan</li><li>• Preserve future rights-of-way</li><li>• Minimize access points onto thoroughfare system</li><li>• Coordination of transportation improvements with other public/private projects</li><li>• Improve and accommodate airport</li><li>• Encourage retention of rail service</li></ul> | <ul style="list-style-type: none"><li>• Develop additional interchange with I-65 at County Line Road</li><li>• Protect operational safety and capacity of existing interchange of I-65 with Main Street</li><li>• Minimize access points onto thoroughfare system</li><li>• Coordination of transportation improvements with other public/private projects</li></ul> | <ul style="list-style-type: none"><li>• Cooperate and coordinate with Indianapolis Regional Transportation and Development Study (IRTADS) in recognition of the regional significance of transportation issues</li><li>• Establish and adopt thoroughfare plan</li></ul> |  |
| OPEN SPACE AND RECREATION  |   |   |  |  |  |  |
| Recreation facilities for all residents  | <ul style="list-style-type: none"><li>• Encourage streetscape and facade improvements</li></ul>   | <ul style="list-style-type: none"><li>• Maintain and improve existing park facilities</li></ul>   | <ul style="list-style-type: none"><li>• Encourage large scale developments to provide open spaces and stormwater retention areas as amenities</li><li>• Incorporate woodlands and drainage courses as amenities into site development plans</li></ul>  | <ul style="list-style-type: none"><li>• Encourage large scale well planned developments to provide the highest standards of landscaping, lighting and signage within open space areas</li></ul>  | <ul style="list-style-type: none"><li>• Encourage joint school, park, church, institutional, recreational programs and facilities</li></ul>  |  |
| COMMUNITY FACILITIES   |   |   |  |  |  |  |
| Public facilities which shape and direct new growth and stabilize existing development | <ul style="list-style-type: none"><li>• Maintain community focus</li><li>• Promote reinvestment through upgrade of public services and improvements</li></ul>   | <ul style="list-style-type: none"><li>• Target public improvements to preserve and stabilize neighborhoods</li></ul>  | <ul style="list-style-type: none"><li>• Strategically locate governmental support facilities and extend services to shape and direct growth</li><li>• Extension of facilities and services in cost effective manner</li></ul>  | <ul style="list-style-type: none"><li>• Strategically locate governmental support facilities and extend services only to well planned high quality development</li></ul>   | <ul style="list-style-type: none"><li>• Promote and support public services and facilities that can best be provided on a county or regional basis</li></ul>   |  |



Figure 7 - Land Use Plan

Land Uses

- Low Density Residential
- Med-Low Density Residential
- Med-High Density Residential
- High Density Residential
- Commercial
- Business
- Open and Public Space
- Institutional
- Industrial
- Airport Transition Area

Thoroughfares

- Freeway\*
- Expressway
- Arterial (120')
- Primary\* (100')
- Secondary\* (80')
- Collector\* (70')

\* dashed/unshaded line is proposed

